



Friday, 15 June 2018

HOUSING COMMITTEE

A meeting of **Housing Committee** will be held on

Monday, 25 June 2018

commencing at **2.00 pm**

The meeting will be held in the Meadfoot Room, Town Hall, Castle Circus,
Torquay, TQ1 3DR

Members of the Committee

Councillor Darling (S)

Councillor O'Dwyer

Councillor Parrott

Councillor Robson

Councillor Stocks

Councillor Thomas (D)

Councillor Tyerman

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For information relating to this meeting or to request a copy in another format or language please contact:

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HOUSING COMMITTEE AGENDA

1. Election of Chairman/woman

To elect a Chairman/woman for the 2018/2019 Municipal Year.

2. Appointment of Vice-Chairman/woman

To appoint a Vice-Chairman/woman for the 2018/2019 Municipal Year.

3. Apologies for Absence

To receive apologies for absence, including notifications of any changes to the membership of the Committee.

4. Minutes

To confirm as a correct record the Minutes of the meeting of this Committee held on 23 April 2018.

(Pages 4 - 7)

5. Declarations of Interests

- (a)** To receive declarations of non pecuniary interests in respect of items on this agenda

For reference: Having declared their non pecuniary interest members may remain in the meeting and speak and, vote on the matter in question. A completed disclosure of interests form should be returned to the Clerk before the conclusion of the meeting.

- (b)** To receive declarations of disclosable pecuniary interests in respect of items on this agenda

For reference: Where a Member has a disclosable pecuniary interest he/she must leave the meeting during consideration of the item. However, the Member may remain in the meeting to make representations, answer questions or give evidence if the public have a right to do so, but having done so the Member must then immediately leave the meeting, may not vote and must not improperly seek to influence the outcome of the matter. A completed disclosure of interests form should be returned to the Clerk before the conclusion of the meeting.

(Please Note: If Members and Officers wish to seek advice on any potential interests they may have, they should contact Governance Support or Legal Services prior to the meeting.)

6. Urgent Items

To consider any other items that the Chairman decides are urgent.

Housing Strategy

7. Housing Policy and Funding Update

To consider a report that provides an update on the most recent changes to Government policy and successful funding applications.

(Pages 8 - 11)

8. **Update on Five Year Land Supply of Housing** (Pages 12 - 14)
To note the report on the above.
- Housing Rental Company Matters**
9. **Progress Report Emergency Accommodation - Family Unit** (Pages 15 - 17)
To note a report that provides an update on the above.
10. **Exclusion of the Press and Public**
To consider passing a resolution to exclude the press and public from the meeting prior to consideration of the following item on the agenda on the grounds that exempt information (as defined in Schedule 12A of the Local Government Act 1972 (as amended)) is likely to be disclosed.
11. **Housing First Update**
To consider a report on the above.
12. **Housing Company Sites Update** (Pages 18 - 26)
To note updates on three sites.



Minutes of the Housing Rental Company Committee

23 April 2018

-: Present :-

Councillor Thomas (D) (Chairman)

Councillors Darling (S), Ellery, Parrott, O'Dwyer, Robson and Tyerman

(Also in attendance: Councillors Haddock and Stocks)

29. Minutes

The Minutes of the Housing Rental Company Committee held on 21 February 2018 were confirmed as a correct record and signed by the Chairman.

30. Housing Strategy Action Plan

Members considered a report that set out the refreshed Housing Strategy Action Plan. Members were advised that the action plan was intended to be a responsive project focussed document, with performance monitoring being co-ordinated by a new multi-team Housing Performance Dashboard. A RAG approach had been used to identify any specific actions or projects that require reporting by exception.

Members queried the RAG rating of some 'Key Deliverable's', in particular 'Deliver alternative model of temporary accommodation that is sustainable and provides better outcomes for the client', which following discussion with the Executive Head of Community Safety should probably be an amber rating rather than green with Members requesting an update on this key deliverable at the next meeting.

Members noted the Amber RAG rating for key deliverable – 'Ensure the provision of sufficient deliverable housing sites', and suggested this deliverable should be rated red. Members also requested a briefing report on the current situation regarding the five year land supply and Government's new methodology for land supply.

Resolved:

- i) That the Housing Action Plan update be noted and that updates to the Action Plan be reported to every other Housing Rental Company Committee, specific project report updates and proposals will be prepared as required or requested;
- ii) That an update on key deliverable – 'Deliver alternative model of temporary accommodation that is sustainable and provides better outcomes for the client' be presented to the next meeting; and

- iii) That a briefing report on the current situation regarding the five year land supply and Government's new methodology for land supply be presented to the next meeting.

31. Affordable Home - Deep Dive

At the Housing Rental Company Committee on 21 February 2018 Members requested further information on the following areas:

- The number of brown field and green field sites that have planning permission but are 'stalled';
- The potential density of housing that could be built on these sites;
- More in-depth detail on affordable housing numbers
- How many empty homes are there in Torbay and how long have they been empty;
- How many empty homes could be brought forward for occupation; and
- The length of time taken for housing association voids to be occupied.

Members noted a report that provided the information on the above and officers responded to Members questions.

32. Housing Monitoring and Performance Framework

The Committee considered a report that brought together key monitoring information on housing from across the Council. The Community Housing Strategy and Delivery Manager advised Members that the information will be reported in the form of a series of performance dashboards to illustrate progress and highlight any exceptions. The framework brings together existing data reported by Planning, Housing Options, TDA and council commissioners of Adult Social Care Services to inform analysis of housing need, demand, supply and delivery.

Resolved that:

- i) The format of the Housing Delivery and Monitoring Framework Dashboards be agreed subject to the following amendments:
 - a) Inclusion of KPI's regarding the number of care leavers who require housing support from the Council;
 - b) Where possible data collection range is for a particular period;
 - c) The homeless dashboard be presented on a monthly basis;
 - d) Each KPI be numbered.
- ii) The dashboards be presented to the Housing Rental Company Committee quarterly. The annual report will draw together data from annual returns which are provided at the end of the financial year, and summarise performance against agreed targets;

- iii) The Housing Officer Group monitors performance on a quarterly basis to identify any areas of success to be highlighted and exceptions to be escalated to the Housing Rental Company Committee.

33. Housing Policy and Funding Update

Members considered a report that provided a further update on changes to Government policy and funding that may impact on the delivery of the Council's Housing Strategy.

Resolved:

That the Director of Adult Services and Housing ensure that actions to accommodate these proposed changes are incorporated into the refreshed Housing Strategy Action Plan 2018-2019.

34. Housing First Update

Members considered an interim report from Crisis, Crisis had been commissioned to evaluate the system around homelessness in Torbay to assess the feasibility of providing Housing First to improve outcomes. The evaluation was prompted by concerns around rising levels of homelessness, rough sleeping and street based anti-social behaviour in Torbay.

Members expressed concern regarding the 'open ended' feel of housing first, the potential savings created within the wider system and whether such a service could result in Torbay importing other authorities issues and whether there were mechanisms to hold other authorities to account should the situation arise. The Director of Adult Services and Housing informed Members that a housing first approach is unlikely to produce material savings but will help alleviate pressure on services that could be used to assist others. With regards to other authorities the Director of Adult Services and Housing informed the Committee that she had spoken with colleagues in Devon to consider the appetite to adopt a whole county approach to Housing First.

35. Exclusion of the Press and Public

Prior to consideration of the item in Minute 36 the press and public were formally excluded from the meeting on the grounds that the item involved the likely disclosure of exempt information as defined in paragraphs 3 of Part 1 of Schedule 12A of the Local Government Act 1972 (as amended).

36. Housing Rental Company Business Plan

The Director of Adult Services and Housing gave an exempt presentation on the business case. The first phase included a smaller set of initiatives which if Members were minded to pursue would require amendments to the Policy Framework with regards of the length of the asset and the enabling function.

Members supported the direction of travel and requested:

- i) clarity regarding the term 'cost neutral'; and
- ii) the Director of Adult Services and Housing regularly meet with the Housing Rental Company Committee Chairman and Executive Lead responsible for Housing until such time amendments are made to the Housing Company Policy Framework and business case have been approved.

Chairman/woman



Meeting: Housing Committee

Date: 25th June 2018

Wards Affected: All

Report Title: Housing Policy and Funding Update

Is the decision a key decision? No

When does the decision need to be implemented?

Executive Lead Contact Details: Cindy Stocks, Executive Lead for Housing,
Cindy.Stocks@torbay.gov.uk

Supporting Officer Contact Details: Rachel Danemann, Community Housing Strategy
and Delivery Manager, 01803 208128 rachel.danemann@torbay.gov.uk

1. Proposal and Introduction

- 1.1 This report provides updates on the most recent changes to Government policy and funding that may impact on the delivery of the Council's Housing Strategy. It includes information on successful funding applications for projects.
- 1.2 Torbay Council submitted a funding bid for further work to tackle rough sleeping. And has been successful in securing £278,785 for 2018/19. Torbay Council has also volunteered to be on the LGA sounding board for homelessness.
- 1.3 The Council, in partnership with the CCG was successful in securing £1m funding from NHS England to deliver an autism-friendly housing scheme. Work to progress this scheme is now underway.
- 1.4 The Government's consultation on the National Planning Policy Framework (NPPF) and other supporting documents closed on May 10. Torbay submitted a response, led by strategic planning, with input from Community Housing Managers. The response to this expected in the summer.
- 1.5 The Government's response to the Supported People's funding consultation is still awaited.

2 Proposed Decision

- 2.1 That the Director of Adult Services and Housing ensure that actions to accommodate these proposed changes are incorporated into the refreshed Housing Strategy Action Plan 18-19.

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3. Reason for Decision

- 3.1 To ensure the Council makes best of use of resources to meet its ambition and objectives and is able to respond efficiently and effectively to newly identified opportunities and policy context.

Supporting Information

4 CLG money to tackle for Rough Sleeping

- 4.1 Torbay Council were approached by central government to submit a bid for further work to be undertaken to tackle rough sleeping. Criteria have been restricted with regards to what the bid could focus on. Funding of £279,785 has been awarded for 2018/19 for the following:

1. **Supported Lodgings** (10 units) until April 19, for use as temporary accommodation for young people (16-25) with additional support tenancy sustainment and complex cases.
2. **Young person outreach** (18-25): This provision would enhance the current outreach service. Service would also link in with young person mediation service, specialist youth homeless service and Housing Options.
3. **Resettlement service:** Ability to provide a support and access to accommodation service through the recruitment of 3 FTE to those moving from the streets/temporary accommodation/hostel.
4. **Female Temporary Accommodation:** 6 bed HMO with a resource room to enable activities and appointment to take place and facilitate floating support.
5. **Discretionary Relief Duty:** Additional funds to allow the LA to exercise discretionary powers under the relief duty of HRA.
6. **Rough Sleeping Co-ordinator** (6 months): Role to ensure that PHP are being facilitated by organisations, ability to performance manage and identify and provide solutions to inefficiencies in the delivery of the partnership activity

5 NHSE Funding for Autism-Friendly Housing Project

- 5.1 The Council was successful in securing NHSE funding. Work is now ongoing in partnership with a Housing Association to identify a suitable property and complete the Project Initiation Documents must be completed by June 30th 2018.

Appendix One: Briefing Transforming Care Partnership – accommodation for complex clients

Background Documents

Government Initiative to reduce Rough Sleeping

<https://www.gov.uk/government/news/new-government-initiative-to-reduce-rough-sleeping>

| | | | |
|---------------------|---|------------------------|---|
| Report to | Cllr Julien Parrot Cllr Cindy Stocks | Date of meeting | 12 June 2018 |
| Report Title | Briefing Transforming Care Partnership – accommodation for complex clients | Author | Justin Wiggin, Strategic Commissioning Officer, Torbay Council |

Summary of Recommendations

- The briefing is to be noted as a record of work being undertaken to develop accommodation for people with complex care in Torbay.
- An update report be provided following submission of the project initiation document to NHS England.

1. Background

- 1.1 Transforming Care Partnerships are made up of clinical commissioning groups, NHS England’s specialised commissioners and local authorities. They work with people with a learning disability and / or autism and behaviours that challenge. The aim is to repatriate TCP clients, where possible and appropriate back to their local community.
- 1.2 In England there are 48 TCPs who are changing services in a way that is making a real difference to the lives of local people. This includes making community services better so that people can live near their family and friends, and making sure that the right staff with the right skills are supporting people.
- 1.3 Transforming Care Partnerships were established following the national policy “Building the Right Support”, 2015. The national TCP programme ends March 2019.
- 1.4 The below provides a link to video case study of a client within the Transforming Care Partnership
- https://m.youtube.com/watch?v=Bvqp6d2i_ck

2 Accommodation for complex adults

- 2.1 To support the national TCP programme in stepping people down from in-patient units, NHS England made available capital monies to develop appropriate accommodation with care. Devon TCP invited all Transforming Care Partnerships to submit expressions of interest, May 2018.
- 2.2 Expressions of interest to NHSE are submitted via NEW Devon CCG. Torbay Council submitted an Expression of interest via NEW Devon CCG to NHSE to develop a 5 bed unit in Torbay. The value of the expression of interest is £1,000,000.

- 2.3 The project will be managed by a Housing Association supported by Torbay Council, and with input from specialist architects with experience of developing housing for people with learning Disabilities and Autism.
- 2.4 Finances directly transfer from NHS England to the Housing Association. The funds will be used to:
- Buy a property on the open market
 - Engage specialist architects with experience of LD and Autism housing design
 - Refurbish the property and convert in to where possible 5 separate units.
- 2.5 There is no financial risk to the local public sector in developing the accommodation for complex adults. All monies are sourced via NHSE capital grant and via the Housing Association. Should the initiative not be successful, the property would be handed back to NHSE to dispose of.
- 2.5 Upon completion of building works, care to be provided in the property will be sourced from the recently established Supported Living framework.

3. Next steps

- 3.1 Next steps for the project is to:
- Identify a suitable property with support from Torbay Council Community Housing Strategy and Delivery Manager.
 - Complete and submit a project initiation document to NHSE, 30 June 2018.
 - All monies are required to be committed by 31 March 2019.

4. Recommendations

- The briefing is to be noted as a record of work being undertaken to develop accommodation for people with complex care in Torbay.
- An update report be provided following submission of the project initiation document to NHS England.



Meeting: Housing Committee

Date: 25th June 2018

Wards Affected: All

Report Title: Update on Five Year Land Supply of Housing

Is the decision a key decision? No

When does the decision need to be implemented?

Executive Lead Contact Details: Cindy Stocks, Executive Lead for Housing,
Cindy.Stocks@torbay.gov.uk

Supporting Officer Contact Details: Rachel Danemann, Community Housing Strategy
and Delivery Manager - 01803 2087469, rachel.danemann@torbay.gov.uk

1. Proposal and Introduction

- 1.1 The requirement to have a five year land supply is a key element of effective spatial planning and development management in Torbay. As such the five year land supply is identified as a key performance indicator in the Housing Strategy Monitoring Framework. The ability to demonstrate a five year housing land supply is key issue which resulting implications for the process of development management in Torbay. The current National Planning Guidance clearly states that the lack of a five year land supply means the presumption in favour of sustainable development applies. Which means in practice that sites not allocated in the Local Plan are more likely to be granted planning permission.
- 1.2 The current NPPF includes a section on the presumption of sustainable development (beginning at paragraph 11). Paragraph 49 states that if a local planning authority cannot demonstrate a five-year supply of deliverable housing sites if the local planning authority then relevant policies for the supply of housing should not be considered up-to-date.
- 1.3 The government has recently consulted on proposed revision to the National Planning Policy Framework. They are proposing to introduce a new way of calculating housing need. The consultation closed on May 10 and the Government's response is now awaited. Changes proposed includes changing the definition of a deliverable site, which would impact on housing land supply calculations.
- 1.4 There is also a link between the five year land supply and neighbourhood plans, as different circumstances apply of the council has less than three, three to five, or more than five year's land supply.

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1.5 The issue of the five year housing land supply has proved particularly contentious and subject to much debate. It is clearly in the interests of those seeking to promote site not allocated in the plan to argue the Council does not have a five year land supply, and those seeking to resist development on unallocated sites to argue that it does.

2. Reason for Proposal

2.1 This paper presents the Council's current position in relation to the Housing Land Supply for information. The paper presents an overview of the issues and areas and includes references and signposts the evidence used to inform the Council's position in relation to its five year housing land supply, and the information referred to by those who seek to argue we have a greater or lesser supply of deliverable sites. Debates around how the land supply is calculated and detailed discussions on the various elements fall within the remit of the planning service, and any impacts on decision-making would come under the remit of the planning committee.

2.2 Calculating Torbay's Five Year Land Supply

In theory the calculation of whether or not a Council has a five year housing land supply is a simple calculation of how many houses could be built on deliverable sites compared to the target of how many houses should be built as set out in the Local Plan. In practice debates and disagreements about how the Local Plan calculations of the target, the elements that make up the supply and assessment of deliverability are common, resulting in different calculations of the land supply depending on the methods, assumptions and assessment of deliverability used.

2.3 The Council's current position in relation to its five year land supply is set out in its Torbay Five Land Supply Statement 2017/18 and the Torbay Five Land Supply Statement Appendix A which set out in detail the sites that make up the five year supply and the Council's assessment of their deliverability.

2.4 The statement was subject to public consultation and the Neighbourhood Plan groups submitted a joint response (see link below) making the case for a higher land supply calculations. A response was also submitted from a developer (also see below) arguing for a lower calculation

2.5 The Council's most recent (May 2018) calculations are that the current five year housing land supply would deliver 2362 units, against a target of 2822. This equates to 4.19 years' worth of deliverable sites, so at present Torbay has less than 5 years (but more than 3 years) worth of housing land supply. It is the Council's view therefore that the NPPF's presumption in favour of sustainable development currently applies to decision-making on planning permissions.

2.6 The presumption in favour of sustainable development states that permission should be granted unless the adverse effects of doing so would significantly and demonstrably outweigh the benefits assessed against the NPPF as a whole; or specific policies in the NPPF indicate that development should be restricted. The Presumption does not apply to development where Habitats Regulations Appropriate Assessment is being considered planned or determined (NPPF 119). The overall effect of the presumption (and by consequence a lack of 5 year supply) is to trigger a "tilted balance" in favour of granting planning permission.

3. Recommendation(s) / Proposed Decision

- 3.1 It is recommended that the Council's position in relation to its five year housing land supply is noted. Any updates on this issue will be highlighted to Housing Committee via the Housing Strategy Action Plan updates and the KPI in the Housing Performance Monitoring Framework

Background Documents

National Planning Policy Framework (current version)

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf

National Planning Policy Framework May 2018 consultation version

<https://www.gov.uk/government/consultations/draft-revised-national-planning-policy-framework>

Proposed New Housing Delivery Test

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/685292/Housing_Delivery_Test_Measurement_Rule_Book.pdf

Local Government Association information on 5 year housing land supply

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/685292/Housing_Delivery_Test_Measurement_Rule_Book.pdf

Torbay Council Adopted Local Plan

<http://www.torbay.gov.uk/media/6836/lp-2012to2030.pdf>

Torbay Local Plan Housing Evidence Base

<http://www.torbay.gov.uk/council/policies/planning-policies/evidence-base-and-monitoring/>

Torbay Council Housing Land Supply statement 2017/2018

<http://www.torbay.gov.uk/media/11349/5yrssupply2018.docx>

Torbay Council Housing Land Supply statement 2017/2018

<http://www.torbay.gov.uk/media/11350/5yrssupply-appendixa.xlsx>

Torquay, Paignton and Brixham Neighbourhood Forums joint response to Housing Land Supply Statement (March 2018)

[http://www.paigntonneighbourhoodplan.org.uk/PDF/Documents/2018-03-04%205yr%20Hsg%20Land%20Supply%20Response%20\(Sent\).pdf](http://www.paigntonneighbourhoodplan.org.uk/PDF/Documents/2018-03-04%205yr%20Hsg%20Land%20Supply%20Response%20(Sent).pdf)

Information on Neighbourhood Plans:

Torquay

<http://torquaynp.org/>

<http://www.torbay.gov.uk/council/policies/planning-policies/neighbourhood-plans/torquay-np/>

Paignton

<http://www.paigntonneighbourhoodplan.org.uk/>

<http://www.torbay.gov.uk/council/policies/planning-policies/neighbourhood-plans/paignton-np/>

Brixham

<http://www.brixhamtowncouncil.gov.uk/brixhampeninsulaneighbourhoodplan.php>

<http://www.torbay.gov.uk/council/policies/planning-policies/neighbourhood-plans/brixham-np/>



Title: **Progress Report Design and Purchase of Emergency Accommodation – Family Unit**

Wards Affected: **All Wards in Torbay**

To: **Housing Committee** On: **25 June 2018**

Contact Officer: **Tara Harris**
☎ Telephone: **208074**
✉ E.mail: **Tara.Harris@torbay.gov.uk**

1. Key points and Summary

- 1.1 The purpose of this report is to provide an update on the current status of the design and purchase of a 7 unit property in Torbay for the purpose of discharging the local authority's responsibilities into temporary accommodation, as stated in the Housing Act 1996.
- 1.2 The project seeks to purchase a 7 unit property that has the ability to be flexible to meet changing demand criteria and hence maximise the most cost effective mechanism for the local authority. Currently due to the lack of larger accommodation, families can often be split across rooms in a shared house type of arrangement and have minimal access to cooking facilities and laundry facilities.

2. Introduction

- 2.1 Due to the constantly changing demand of the size of the accommodation a flexible approach is required to ensure maximum use and allow the ability to meet demand for larger families. As such it is proposed that as far as possible each unit be self-contained and have the ability to change in size by having interconnecting doors or movable walls for example, to allow a flexible configuration. A number of pictures are provided below for illustrative purposes.
- 2.2 It is the intention that an innovative approach be taken to the design to provide maximum opportunity to both accommodate need and obtain the best outcomes for families.



2.4 After agreement in principle from the committee to purchase a property subject to full costing and business case, that is property specific, the following work has been undertaken.

Table1: Work Completed

| Action | Detail | Date |
|---|---|--------------------|
| Design Brief | Specification brief produced. Also feed into Housing Specialist Procurement Framework providing illustrative project. | February 18 |
| Initial discussion with Planning on the designation of the property | Planning guidance has been sought and currently being reviewed with regards to the flexible elements of the property and hence clarity pre-accusation i.e. would the flexible delivery classify it as one dwelling. | May 18 |
| Specialist Housing Procurement Framework | Framework produced for specialist housing design advice. Bidding instigated via procurement portal. | February – June 18 |

| | | |
|--|--|---------|
| | Operational framework in place for mid-end July. | |
| Market scoping and identification of potential properties. | A number of key properties have been identified that are likely to meet the needs of the project. Currently there is not a shortage of supply. | Ongoing |

2.5 Effective and robust procurement processes are essential, but they do take time, particularly for the level of spend associated with delivering housing projects. Therefore to help assist the delivery of many potential projects work is underway on a Specialist Housing Procurement Framework. The intention of this framework is to have already undertaken the necessary steps to identify sources of specialist housing advice. In this instance the design for a flexible model of accommodation. This will enable procurement of individual projects from the framework, essentially front loading the procurement process, saving time for the implementation phase. This has resulted in a delay in the process but is now near completion and will allow the project to gain momentum once in place in July.

2.6 The following action with therefore be taken to move the project forward to purchase and build stage. Table 2: Next Steps

| Action | Detail | Date |
|--|--|---------------------|
| Planning Clarification | Agreement over status of property to feed into purchase and design process. | End June |
| Final property Identification | Short list of properties identified | End July |
| Call Off from Specialist Housing Procurement Framework | Contract awarded to specialist advisor allowing for design lead approach pre-purchase. | Beginning August. |
| Agreement to purchase | Full costing model based on purchase and design costs. Decision required on purchase. | Beginning September |

Tara Harris
Executive Head Community Safety

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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